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ABSTRACT

Recommendations made by a citizens group for improving Dade County Public Schools are presented in this document. Proposed immediate policy changes involve decentralization, teacher professionalization and evaluation, mathematics and reading achievement goals, school-based management/shared decision making, parent participation, instructional leadership, and monitoring of standardized tests. Goals for the year 2000 include implementing controlled choice, creating thoroughly integrated and affordable housing, improving achievement test norms, professionalizing educators, and developing a challenging curriculum. The ideas in this report are supportive of Dade County's own "district strategic plan," but it documents and advocates several things which the district plan does not; for example, it explains the performance of the system as indicated by key indicators such as mathematics and reading scores; presents measurable numerical goals; and offers proposals for structural reform that go far beyond any in the district's plan. Three tables are included. (LMI)

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TOWARD THE YEAR 2000 FOR DADE'S PUBLIC SCHOOLS: CREATING EDUCATIONAL EXCELLENCE FOR ALL CHILDREN

CITIZENS FOR BETTER SCHOOLS

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DECEMBER 16, 1988

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EXECUTIVE SUMMARY

A. IMMEDIATE POLICY CHANGES:

1. Each school shall work out its own program of annual goals for reading achievement in consultation with the central district administration, with real consequences for the school staff for achieving or failing to achieve these goals. (See page 18)

2. Florida state law shall be changed to require nine hours of college credit in reading instruction for all new elementary teachers. All Dade teachers involved in teaching reading in the first grade shall achieve this within three years. (p. 19)

3. A special program to improve the literacy of middle school students shall be established. (p. 22)

4. Each school shall work out its own annual goals for math achievement scores in consultation with the central district administration, and the success or lack of success of the school in meeting these goals shall have real consequences for the staff. (p. 25)

5. Groups of schools shall be organized on the basis of 24 high school feeder patterns, rather than four large areas. Each group shall be governed by a Feeder Pattern Council which shall include representatives of parents, teachers, pincipals, business, and students. (p. 27)

6. A pilot project of parental participation in school governance shall take place at all the schools in one high school feeder pattern. Cadre Teams for school governance shall be constructed which include the principal and parent and teacher representatives.(p. 28)

7. The Merit School Plan (QUIIP) shall be greatly enhanced so that more schools are rewarded, the financial compensation for successful schools is higher, and all schools are required to participate every year. (p. 31)

8. Monitoring of standardized tests of students which are used for determining staff compensation under QUIIP shall be tightened. Outside consultants shall be employed to audit future test results. DCPS personnel found responsible for irregularities in standardized student tests shall be prosecuted under Florida law and fired. (p. 33)

9. The DCPS and UTD shall establish a joint committee to work out methods for identifying and providing assistance for teachers with sub-standard teaching competencies and basic skills. Deficient individuals who do not improve sufficiently within two years shall no longer be employed as teachers. (p. 35)

10. The procedure for evaluating teachers shall be changed from the present system, which primarily consists of principals observing teachers and judging whether they are following a series of prescribed behaviors, to a system where the teacher is mainly evaluated by average gains in student learning outcomes over the past three years. (p. 37)

11. The principal selection procedure shall be revised in order to give greater emphasis to effective instructional leadership. (p. 38)

12. Area offices shall be eliminated, and their directing functions shall be assumed by Feeder Pattern Councils. Most administrators presently employed in area offices shall be redeployed to the schools as principals, assistant principals, and master teachers. (p. 40)

13. Teachers on Special Assignment shall be returned to the schools and shall carry out their special assignments during only part of the day. The rest of the day shall be spent in teaching. (p. 42)

14. A general bonus system shall be established for the central administration which is geared to the overall success of the DCPS in raising reading and math SAT scores and lowering absenteeism and dropouts. (p. 42)

B. GOALS FOR THE YEAR 2000:

1. A system of Controlled Choice shall be instituted by which: the Dade County Public Schools shall be thoroughly and completely desegregated; families shall be given decision-making power over which school their children shall attend; and schools shall compete with one another for students on the basis of academic excellence, programmatic emphasis, and meeting the needs of particular groups of students. (p. 44)

2. Housing in Dade County shall be integrated, with affordable housing built for middle and low income families in all neighborhoods. (p. 48)

3. District-wide Stanford Achievement Test (SAT) reading comprehension shall reach the national norm and math computation scores shall be 10 points over the national norm. (p. 49)

4. Educators by the year 2000 shall be educated, empowered and compensated as true professionals. (p. 50)

5. The high school curriculum shall be transformed so that there are higher expectations at each curriculum level, including Basic, Regular, Honors and Advanced Placement (AP). The Basic level shall be phased out over time, with these students moved into the Regular level. (p. 52)

6. By the year 2000, as higher academic standards come to prevail at the lower grade levels, Dade County shall institute a high school graduation examination similar to the New York State Regents' exam. (p. 54)

7. At least 20% of all high school students shall pass AP tests with successful scores. Today only 9% successfully pass AP tests. (p. 55)

8. The proportion of Dade high school students achieving high scores (over 550) on the verbal section of the College Board Test shall double from 11% to 22%. The proportion achieving high scores on the math section shall increase from 25% to 30%. (p. 56)

PREFACE

Citizens for Better Schools was formed in the spring of 1988 as an community outreach activity of the Institute for Public Policy and Citizenship Studies, directed by Senator Jack Gordon, at Florida International University. Jack Gordon is a former member of the Dade County School Board and has had a tremendous impact on state education policy in the legislature.

Jack Gordon and Brian Peterson--the main researcher and writer of the present document--have been associated together in the past in the successful fight for a lower-division program for Florida International University. Senator Gordon advised Peterson during the writing of three previous position papers concerning the Dade County Public Schools, and his ideas helped inspire the present paper. However, the ideas here are those of the Citizens for Better Schools group and not necessarily those of Senator Gordon.

Jack Gordon has been described by a top administrator at the University of Florida--his antagonist on many issues--as the person with "the greatest brilliance of anyone ever elected to the state Senate", according to a story in The Gainesville Sun of October 30, 1988. We agree, and we deeply appreciate his support.

Citizens for Better Schools includes a group of individuals who have long been involved in educational reform efforts, both locally and nationally:

> --Our Chairperson, Pamela Gonzalez, is a leader of Kids Aid Coalition for Equal Education (KACEE), as well as of the PTA and Citizens' Advisory Committees. KACEE was instrumental in influencing the Dade County Public

Schools (DCPS) to locate its new West Dade high school more to the north in a middle-income, hispanic neighborhood, rather than more to the south in a higher-income, anglo neighborhood.

--Dr. Brad Brown is Acting Science and Research Director of the Southeast National Marine Fisheries Service of the National Oceanographic and Atmospheric Administration (NOAA). He served as chair of the Education Committee of the former Greater Miami Branch of the NAACP from 1984 to 1986. He is a member of the executive boards of the Community Relations Board and the Metro-Miami Action Plan. He is on the advisory boards of the Inner City Marine Program/MAST and the Richmond Heights Science-Zoo Magnet Program.

--Kathy Cuartas is also a leader of KACEE, as well as being active in the PTA and Citizens' Advisory Committees. It was partially on her initiative that Citizens for Better Schools was formed. She has long been involved with the problems of students with learning disabilities. She is currently a leading advocate of single-member school board districts.

--Dr. Harry Day is a retired educator who has been a Dade County teacher, a school principal, Dean of Students at Florida State University, and the director of a number of educational foundations in both America and Europe. Dr. Day also took an independent initiative to found the Citizens for Better Schools. His special concern is teacher education.

--John Due is an attorney and NAACP leader and has long been one of the leading advocates of integrated schools in Dade County. Mr. Due has been very influential in shaping this document so that both excellence and equity are stressed.

--Dr. Bruce Hauptli is a philosopher and FIU professor who is active in the South Area Citizens Advisory Committee and PTA. He is past president of the Faculty Senate at FIU.

--Dr. Brian Peterson is an historian and FIU professor. His 1985 position paper on high schools in Dade County suggested the decentralization of curricular authority to the schools and helped to inspire the current School-Based Management/Shared Decision Making experiment.

--Bob Ross is president of the Miami marketing and public relations firm, Bob Ross & Associates, Inc. He is a recent co-chairman of the Educational Marketing Committee of the Greater Miami Chamber of Commerce. A Native Hammock Project at Kenwood Elementary School he initiated won top national honors in the U.S.

Department of the Interior's 1988 "Take Pride in America" campaign.

Citizens for Better Schools employs FIU graduate students in education to study the Dade County Public Schools and write reports on them. However, no student research or writing has been involved in the present position paper.

This document has undergone a lengthy process of development. We have spent hundreds of hours in research: visiting schools; speaking on the telephone with principals, assistant principals and central administrators; reading national and local studies; and analyzing district statistics. We have met frequently since we formed in April, 1988. Our document has been submitted twice to the DCPS central administration for their comments. We have taken into consideration all of their ideas, even though we have not adopted all of them.

We would like to thank the many employees of the Dade County Public Schools who cumulatively gave hundreds of hours of interview time to us in the gathering of information for this report. Many of them requested anonymity, so we shall leave all of them nameless. We thank the DCPS administration, the UTD leadership, and individuals on the School Board who responded to earlier drafts of the document. In addition, we would like to thank our numerous friends and family members who read and commented on this document. The ideas of many people not named among the signatories of this document are included here, and we are deeply grateful for their assistance. While writing this document, we have been impressed by the longing for a public education system of excellence and equity among Miamians.

INTRODUCTION

We recognize that the Dade County Public Schools today are undergoing a profound process of renewal under the inspiring leadership of Superintendent Joseph Fernandez. The teachers, ably led by Pat Tornillo of the United Teachers of Dade, are taking upon themselves new burdens of professional responsibility in the School-Based Management/Shared Decision Making experiment. The school board, expertly headed by Dr. Michael Krop, has given its support to these massive upheavals--even though change inevitably generates controversy--and has provided unprecedented financial support for the schools through the bond issue and the contract with the teachers' union. Our committee totally supports these constructive initiatives of the duly constituted leadership of Dade County's public schools.

In particular, we support the School-Based Management/Shared Decision Making (SBM/SDM) experiment. We believe that the schools will be most effective when principals and teachers together are allowed to make the lion's share of decisions in curriculum, staffing, budget, and internal organization questions. We also strongly support the Merit School Plan (QUIIP) which gives the entire school staff a financial incentive for improving student learning outcomes and working together to develop a unique programmatic focus for the school. Finally, we are very supportive of Superintendent Fernandez's initiatives in removing ineffective principals from their positions, encouraging their early retirement, and sending in SWAT teams to deal with schools in trouble. We believe that these three important

elements of reform--SBM/SDM, QUIIP, and SWAT--already have begun to move the DCPS ahead at an accelerated pace. The present position paper is intended to offer ideas which can broaden and deepen the reform efforts already in progress.

We want to help create better public schools for all sections of the community. The ideas here are complementary to and supportive of the Dade County Public Schools' document, District Strategic Plan: 1988-93, particularly the major system priorities adopted by the School Board in February, 1987: "to increase the graduation rate; to reduce the achievement gap between minority and non-minority students; to increase the ability of students to utilize standard English in speaking and writing; to improve the performance of administrators and teachers through efforts to professionalize teaching and educational management; to increase the number of students who are bilingual and biliterate; to improve students' ability to think critically; [and] to ensure that vocational programs prepare students for computer and other high technology jobs".

In addition, our study documents and advocates several things which the District Strategic Plan does not. First, the performance of the system regarding key indicators such as reading and math scores over the past five years is explained. Second, clear, measurable, numerical goals for the success of the system are indicated. Third, a series of proposals for structural reform in the system to help achieve these goals are presented which go far beyond any reform proposals in the District's strategic plan.

Although recent declines in the dropout rate are gratifying,

24.5% of all students still drop out. Although academic achievement scores have risen slightly over the past five years, Dade County is still substantially below national averages in reading comprehension, and reading scores have actually declined in the middle grades.

Certainly the professionalization of teaching is moving ahead, but it has been reliably estimated that in a handful of schools in Dade County today 25% of the teachers themselves cannot perform above an elementary level in the basic skills of reading, writing and math. Some 5% of all of the teachers in the system are estimated to be deficient in basic skills. This information first came to us several years ago from a university professor who had administered a basic skills test to a representative group of teachers at one inner-city school. Since then, these estimates have been confirmed by numerous teachers, assistant principals, principals, and central system administrators. We reconfirmed these estimates as being currently accurate with several knowledgeable people within the DCPS on December 1, 1988.

The central administration has not denied these estimates, but they argue that if we wait to the year 2000 the unqualified teachers will have left the system and will have been replaced by new, qualified teachers. First graders in certain inner-city schools cannot wait until the year 2000. Their whole prospects for life are being blighted by being in classrooms with unqualified teachers today. This problem must be solved now in a fashion which enhances the professionalization of teaching.

PART A: IMMEDIATE POLICY CHANGES:

THE SECOND WAVE OF EDUCATIONAL REFORM

Our ideas are part of what is known as the "Second Wave" of the educational reform movement, which represents an emerging national consensus. The "First Wave" consisted of "top-down" changes, such as basic skills testing for high school graduation, testing the basic skills of new and existing teachers, setting more rigorous course loads for high school graduation, and lengthening the school day. Some First Wave reforms still need to be implemented in Dade County, but already our school system has taken the lead in moving into Second Wave reforms. The Second Wave is concerned with "bottom-up" changes, such as school-based management, financial motivation of teachers for improvements in student learning outcomes, the involvement of parents in the schools, and concerns for the warmth and richness of the school experience for students.

Among the signs of the emerging Second Wave consensus was the recent publication of the Carnegie Foundation for the Advancement of Teaching, An Imperiled Generation--Saving Urban Schools, which called for greater accountability at the school site, intervention in ineffective schools, reduction in school size, school-based management, and the division of large schools into units of no more than 450 students.

As the former United States Secretary of Education, William J. Bennett, recently said in American Education: Making It Work, "We cannot expect our schools to improve, nor our children to achieve, so long as we adhere to a hiring and promotion system

that rewards longevity over performance; that puts more stock in paper credentials than knowledge, energy, and enthusiasm..." He points out that total instructional expenditures per pupil rose by 64% from 1960 to 1980, but that spending on administration and non-instructional matters rose 107%, and the number of school system personnel who were not engaged in classroom instruction rose 400% from 1960 to 1984. While for the United States as a whole, teacher salaries as a percentage of total school spending declined from 42% in 1972 to 37% in 1984, for Florida the decline was even more drastic--from 43% in 1972 to only 34% in 1984.

Bennett continues, "It should be a basic goal of the educational-reform movement to reverse this trend toward administrative bloat and to reduce the scale of the bureaucratic 'blob' draining our school resources." Dade County has recently begun to take steps in this direction, but deep savings in the costs of bureaucracy have yet to be realized. Success in this endeavor will make it possible both to lower class size and raise teacher salaries.

THE PERFORMANCE OF DADE'S SCHOOLS, 1982-1987

Over the past five years, the Dade County Public Schools have made important progress in both quality and access. The percentages of black and hispanic students have increased, as have Stanford Achievement Test scores in Reading Comprehension (by about two percentage points) and Mathematical Computation (by about five percentage points). However, local reading scores are still far below national averages.

TABLE 1: STUDENTS BY RACE AND ETHNICITY

	1982	1987	SHIFT
ANGLO	29	23	-6
BLACK	31	33	2
HISPANIC	39	43	4

SOURCE: DCPS, District and School Profiles, 1983, 1988.

In order to demonstrate how the DCPS has managed to keep up test scores in the face of shifting demographics, outstanding schools--shown in Table 2 below--have been chosen with steady or declining percentages of anglo students where both Stanford test scores have improved five points or more. We congratulate those schools which have succeeded in moving ahead substantially over the past five years in spite of demographic shifts which are usually thought to be unfavorable to improved learning outcomes. Their success must be publicly acknowledged in ways which enable the less-successful schools to learn from their methods. Principals and teachers in these schools have worked together to overcome the problems caused by economic, social and linguistic factors. The people of Dade County should be proud of the fine sense of professionalism and the high level of pedagogical skill displayed by these educators. They have not simply written off their students as unteachable because they were of a race or ethnic group different from the American anglo majority. These schools set a standard for accomplishment which we hope that all schools in Dade County will emulate.

Principals or assistant principals from almost all of these schools have been interviewed concerning the reasons for their

TABLE 2: SCHOOLS WITH THE BEST SAT GAINS, 1982-87

	1982-87 SAT SHIFT		1987 RESIDUALS	
	READING	MATH	READING	MATH
DEVON AIRE	19	18	10	15
COCONUT GROVE	18	11	0	11
SILVER BLUFF	16	16	-1	-1
REDONDO	16	13	-1	-2
BUNCHE PARK	16	10	4	1
HIALEAH ELEM	15	17	5	2
MEADOWLANE	15	13	7	-4
BROADMOOR	14	15	7	10
BEL-AIRE	12	18	-1	8
LORAH PARK	10	11	0	0
CAMPBELL DR EL	10	5	-1	-3
SANTA CLARA	9	11	5	6
WASHINGTON JR	9	10	2	-2
MELROSE	9	10	-3	-1
LAKE STEVENS JR	9	10	-6	-2
BENT TREE	9	5	1	0
FAIRLAWN	8	10	7	0
DREW JR	7	9	2	-1
GREYNOLDS PK	6	9	7	10
SUNSET ELEM.	6	7	6	12
OLYMPIA HEIGHTS	5	21	-4	13
NORTH MIAMI EL.	5	17	5	6
CENTENNIAL JR	5	14	5	3
RAINBOW PARK	5	13	1	-3
LUDLAM	5	7	-4	4
HIALEAH JR	5	6	-1	-4

NOTE TO TABLE 2: This list includes schools with steady or declining percentages of white, non-hispanic students with gains of five points or more in both reading comprehension and mathematical calculation on Stanford Achievement Tests. The residual scores indicate the school's standing in 1987 relative to other schools with comparable student populations. Residuals measure 1987 scores alone, not shifts from 1982. Residuals are the best indicator of the relative success of the school today.

improved scores. Here are some of the reasons given:

--All of these schools put the children first. They see learning as the key goal of the school. The principals emphasize high expectations. Principals at ineffective schools where scores have not risen emphasize things like maintaining rigid discipline for its own sake, pastoral functions as opposed to learning, extracurricular activities like cheerleading--everything except basic education.

--Large-scale programs of parental involvement exist at several schools. Parents are encouraged to see to it that their children complete homework assignments. At Fairlawn Elementary, large numbers of parents visit the school during Global Awareness Week and Book Fair Week. Bunche Park Elementary has its own, special report card which requires parents to come and have conferences with the teachers several times a year and which gives parents the opportunity to communicate with the teachers during the other reporting periods. At Hialeah Elementary, where many parents speak only Spanish, parents have been involved actively in assisting with math homework.

--Successful schools are not rigid or interfering or insistent on teachers doing unneccessary paper work. In successful schools, wide consultation takes place between principals and teachers and among teachers themselves. Effective principals give teachers room to experiment and to try out individual teaching styles. Teachers are treated as equals and involved in decision making. Ineffective principals insist that teachers stick strictly to lesson plans. Effective principals allow teachers to go with the flow of the material being learned and the tempo of the class

itself. Effective principals give extensive public recognition to the successes of individual teachers.

--All of these successful principals envision themselves as instructional leaders. They have clear philosophies which they communicate to everyone in the school community. They are very visible and well-known to the staff. They generate an esprit de corps around their program. They are knowledgeable, interested in the curriculum of their school, and full of ideas for improvements.

READING

A countywide increase in Stanford reading scores has taken place over the past five years, as shown in Table 3 below. For all grades, the average increase is 1.6%, a particularly significant gain in view of the large number of local students for whom English is a second language. However, this gain was caused by structural reasons, not improved teaching.

The statistics show that reading comprehension has improved particularly in the primary grades. Strong emphasis has been given by the state of Florida and the DCPS to raising reading scores in the lower grades through the PREP Bill and the lower student-teacher ratios in the primary years. The new emphasis has paid off tremendously in the first grade, where the national average has been reached.

Teachers and principals have expressed apprehension that these gains will not continue in the future. PREP funding lasted only three years and then dropped off. Student-teacher ratios of

21 to one existed at the height of PREP, with an additional teacher's aide as well. Now, class size in kindergarten is creeping back up as PREP funding has dropped. This may result in decreasing primary grade test scores in the future.

Another factor which may be partially responsible for these gains is that the age at which students enter kindergarten and first grade has been raised. In 1982, students who would be five in January were allowed to enter, but now the student must be five in September, which has the effect of making the youngest students a full four months older than formerly. Furthermore, it is now a requirement that each student entering first grade have completed kindergarten, where formerly this was not the case. The better preparation in kindergarten has resulted in higher

TABLE 3: STANFORD ACHIEVEMENT TEST SCORES IN READING COMPREHENSION.

GRADE	1982	1987	SHIFT
1	41	50	9
2	40	48	8
3	43	46	3
4	35	38	3
5	39	39	0
6	43	38	-5
7	38	36	-2
8	44	42	-2
9	52	52	0
10	42	44	2
AVERAGE	41.7	43.3	+1.6

SOURCES: District and School Profiles, 1983 and 1988.

test scores for first grade students today, compared to those five years ago.

Likewise, the fact that more students have a background in pre-school than was the case five years ago has helped to push up the scores in the lower grades. Many pre-schools are giving academic instruction which makes the students better prepared for kindergarten.

These statistics provide a strong argument for increasing funding for pre-schools in Dade County. Whereas the DCPS served 150 in pre-kindergarten early intervention programs for "at-risk", low-income students in 1987-88, they are serving 1300 in 1988-89. There remain 7000 to 10,000 unserved "at-risk", low-income children who need such pre-kindergarten programs in Dade County. The state legislature should provide funding for this urgent need to continue the upward movement of reading scores in the primary grades.

Many, perhaps most, of Dade County's elementary schools are still producing inadequate results in reading achievement in primary grades, in spite of score increases over the past five years. Some teachers are unskilled in reading instruction. Some methods being used are inappropriate. And effective supervision by the principal is sometimes lacking.

EACH SCHOOL SHALL WORK OUT ITS OWN PROGRAM OF ANNUAL GOALS FOR READING ACHIEVEMENT, IN CONSULTATION WITH THE CENTRAL DISTRICT ADMINISTRATION. THE SUCCESS OR LACK OF SUCCESS OF THE SCHOOL IN REACHING THESE GOALS SHALL BE AN IMPORTANT ELEMENT IN DETERMINING THE STATUS OF THE PRINCIPAL (SALARY AND JOB RETENTION) AND THE SALARY INCREASES OF THE SCHOOL STAFF. Until

and unless there are direct personal consequences, rewards and punishments, for learning outcomes, no continuous improvements can be expected. In accordance with the move to School-Based Management/Shared Decision Making, each school's staff should determine on its own the measures which it wishes to take. However, the central administration should work with the school to establish definite goals and a clear structure of rewards for achieving these goals and penalties for failure to achieve them should be created.

Certain changes at the state level are required in order to make the DCPS more effective in reading instruction. FLORIDA STATE LAW SHALL BE CHANGED TO REQUIRE NINE HOURS OF COLLEGE CREDIT IN READING INSTRUCTION FOR CERTIFICATION OF PRIMARY GRADE TEACHERS WHOSE DUTIES INCLUDE THE TEACHING OF READING. At present, no requirement exists for those certified as elementary teachers to have any courses in reading instruction, but requirements do exist that they take courses in art, music and physical education instruction, even though these subjects in the public schools are taught by specialists, and not by general elementary teachers. State law needs to be brought into line with the real needs of our schools.

ALL DCPS FIRST GRADE TEACHERS ENGAGED IN READING INSTRUCTION SHALL HAVE TAKEN NINE HOURS OF COLLEGE INSTRUCTION IN THIS SUBJECT AREA WITHIN THE NEXT THREE YEARS, IF THEY HAVE NOT ALREADY DONE SO. At present, many of the elementary teachers engaged in reading instruction have not themselves taken enough college coursework in their field to do an effective job. Under

the new salary structure, reading teachers should rapidly become equipped with both basic skills and competency in reading instruction. In view of the limited number of college professors of elementary reading instruction locally, we believe that it might be best to start with first grade teachers. When they are all equipped with the necessary knowledge, second grade teachers could be required to earn this special certification, and so on.

READING IN THE MIDDLE SCHOOLS

Unlike the strong gains in Stanford reading scores in the primary grades, in the middle school years there has been slippage over the past five years, as seen in Table 3 above. Reading skills in middle schools should be made a higher priority for the system. The process has been begun by increased state funding under the PRIME Bill and Dade County's four year plan to shift all junior high schools to middle schools. This would require making substantial changes in school structure to bring about the true middle school concept of teaching teams, block scheduling, close homeroom advising, and exploratory electives.

Many possible explanations exist for the lack of success of the middle schools and junior high schools in maintaining test scores. Among those offered are: these schools are too large and marginal students get lost in them; the teachers and principals are oriented toward high school teaching and emphasize subject matter instruction over child-centered learning; there are too many different teachers during the course of a day, and the students feel anonymous; the schools are away from the home

neighborhood of the students and often involve children from different ethnic and racial backgrounds which the child has not previously encountered; fighting based on ethnicity and race is prevalent in many middle/junior high schools, and children feel insecure; the student/teacher ratio is too large, so children get lost within the individual classes; the drug culture in Miami is more intense than elsewhere in the United States.

The junior high/middle school years are the crucial pre-dropout period. In many schools, principals report that drug usage is up greatly among both parents and students over that of five years ago. Students are becoming more materialistic and eager for paid employment and less interested in study. If students are not made to feel successful and welcome during these years, they will not remain to complete school.

One possible explanation for the declining reading scores in the middle school years is the growing hispanic population in Dade. Many hispanic students speak "spanglish" in their family and peer relationships. They lack an adequate command of either Spanish or English. The SAT tests for grades six, seven and eight require a more difficult vocabulary than for the early years, and this vocabulary is beyond the comprehension of many students. More emphasis must be placed on reading in school in order to compensate for the language difficulties of our students.

We certainly share in the serious national problem with illiteracy among teenagers. The Committee for Economic Development in its recent study, Investing in Our Children,

estimates that 13% of all 17 year olds nationwide who are still in school are functionally illiterate, that is, they read at less than the fifth grade level. And 44% are only marginally literate. Of dropouts, 60% are functionally illiterate.

A SPECIAL PROGRAM TO IMPROVE THE LITERACY OF MIDDLE SCHOOL STUDENTS SHALL BE ESTABLISHED. THIS PROGRAM SHALL OFFER A RICH VARIETY OF ENJOYABLE, AGE-APPROPRIATE READING, WRITING AND SPEAKING ACTIVITIES. According to the Project on Adolescent Literacy of the University of North Carolina at Chapel Hill, successful programs around the country require intensive reading and writing from the students. Teachers in these programs give confidence and motivation to students who have lost their academic self-esteem. Public libraries should be involved in the program. For students whose first language is not English, experience in speaking and listening is important to success. Well-structured programs use clubs and 'rap' groups and employ high school and college students as tutors. High school students who themselves have reading problems can successfully tutor younger students, as long as the younger students are at least three years below the reading levels of the tutors. Tutoring is of considerable benefit to the reading skills of the tutors themselves. The staffs of each school can find their own mix of appropriate activities, but the district needs to make middle school reading, writing and speaking skills into a higher priority.

MATHEMATICS

The improvement of reading scores in the DCPS generally over the past five years has been an important achievement in the face of increasing numbers of students for whom English is a second language. Improvements in math scores--where native language is not such a handicap--have been even more impressive. The average gain countywide for all grades is 4.7%. Unlike reading, math scores did not decline in any grades between 1982 and 1987, but gains were greatest in primary grades for the same structural reasons (more students attending pre-schools and kindergartens and later entry into kindergarten) as reading.

These scores are no cause for complacency. The average Stanford math computation score in the DCPS was 57 in 1987. This is seven points higher than the nominal national norm--which was set a number of years ago--and is probably right about at the real national norm today. Performing at the national norm is an achievement, given the predominantly minority character of the Dade student population.

However, the United States is close to the bottom among industrialized nations. The national norm itself is far too low. Japanese and European students are several years ahead of American students by the twelfth grade. American teaching practices in math are deplorable by international standards, and our expectations of the students are far too low. For instance, American first grade teachers spend only three hours per week on math, compared to eight hours in Japan.

According to successful elementary math teachers, many

ineffective teachers are not using the best methods of instruction. Ineffective teachers rely, for example, more on handout worksheets than on practical experience with manipulables. Inner-city students in particular need to see vivid demonstrations of numerical concepts before they can handle math at an abstract level.

In a lengthy series of observations of some of the best elementary teachers in Dade County this year, almost never did the teachers ask pupils to apply critical thinking skills to math problems. Math classes in Dade County remain in the realm of low-level cognitive skills. Teachers are teaching by rote rather than engaging the active intellects of their students.

Most elementary teachers of math have had too few courses in

TABLE 4: MATHEMATICAL COMPUTATION STANFORD ACHIEVEMENT TEST SCORES

GRADE	1982	1987	SHIFT
1	40	49	9
2	55	66	11
3	51	56	5
4	50	54	4
5	54	58	4
6	60	63	3
7	44	48	4
8	53	57	4
9	62	62	0
10	51	54	3
AVERAGE	52.0	56.7	4.7

SOURCES: DCPS, District and School Profiles, 1983, 1988.

math education themselves. They are not comfortable with math concepts and they communicate their discomfort to students in the form of math anxiety. By shifting to a system of math/science specialists among elementary teachers, the level of expertise of the teachers can be substantially increased.

EACH SCHOOL SHALL WORK OUT ITS OWN ANNUAL GOALS FOR MATH ACHIEVEMENT SCORES IN CONSULTATION WITH THE CENTRAL DISTRICT ADMINISTRATION AND THE SUCCESS OR LACK OF SUCCESS OF THE SCHOOL IN MEETING THESE GOALS SHALL HAVE REAL CONSEQUENCES FOR THE STAFF. As with reading, the DCPS should hold schools seriously accountable for success in math instruction.

PARENTAL PARTICIPATION

A crucial aspect of the School-Based Management/Shared Decision Making and the Partners in Education experiments is the potential which they offer for including democratically elected parent representatives as participants in helping to shape school policy. Most schools have Parent-Teacher Associations, and in the case of many schools, particularly those in high-income neighborhoods, the PTAs are actively involved in overseeing the schools' programs. Some PTAs are able to intervene powerfully with higher authority to oust ineffective principals.

However, some parents, even in affluent neighborhoods, often feel powerless in dealing with the school system. They know their children are not receiving the best possible education, but they do not know what to do to change this.

The results at the experimental schools demonstrate that including parent representatives in school governance structures

is very productive of constructive innovations. For example, the parents at Charles Drew Elementary School decided to adopt uniforms for the students and enthusiastically supported Saturday classes. Such audacious decisions would never have been made by the school staff acting alone.

However, ineffective and insecure principals refuse to share power with parents and teachers, even when ordered to do so under the School-Based Management/Shared Decision Making experiment. We have spoken to principals in the SBM/SDM and Partners in Education experiments who tell us that they only invite in the president of the PTA for occasional meetings of the school governing committee on special issues which include parents. A broad and representative group of parents should be involved in all of the decisions of the school's governing committee, but this is presently the case only at a few exceptional schools with effective and secure principals.

FEEDER PATTERN COUNCILS

One constructive reform which is being attempted now is to include parent representatives on Feeder Pattern Councils which will eventually coordinate the activities of one high school and the junior highs and elementary schools which feed into it. Feeder Pattern Councils include: one representative each from the PTA, the Advisory Committees, and other parents; a Business Partner of the schools, a senior high student, and a vocational-adult-community-education facilitator; three principals, including the Lead Principal (the chief executive officer of the

feeder pattern who is chosen by other principals and who will not necessarily be the principal of the high school); and three teachers (one each from the high school, junior high and elementary schools). The first Feeder Pattern Councils are now being established in the North Central Area which includes Hialeah, Central, Edison, Jackson, Northwestern and Miami Springs high schools. The Feeder Pattern Councils now make recommendations to the Area Superintendent and are developing a decision making model for the feeder pattern. In the future, it is hoped that their duties will be wider.

From reports from the schools in December, 1988, this experiment appears to be working well. Parents are enthusiastically sharing in the governance of the feeder patterns. Numerous meetings are being held which make important decisions.

We believe that Feeder Pattern Councils should be established in all feeder patterns and should be given broader responsibilities. EACH FEEDER PATTERN SHALL BE GOVERNED BY A FEEDER PATTERN COUNCIL WHICH SHALL INCLUDE REPRESENTATIVES OF PARENTS, TEACHERS, PRINCIPALS AND STUDENTS. THIS COUNCIL SHALL ACT TO UPHOLD HIGH STANDARDS OF ACADEMIC PERFORMANCE IN ALL THE SCHOOLS OF THE FEEDER PATTERN. IN PARTICULAR, THEY SHALL OVERSEE THE PERFORMANCE OF ALL OF THE PRINCIPALS IN THE FEEDER PATTERN. THE COUNCIL SHALL HAVE THE POWER TO RECOMMEND TO THE SUPERINTENDENT THE REMOVAL OF PRINCIPALS WHO ARE NOT MAINTAINING EFFECTIVE CONDITIONS FOR LEARNING IN THEIR SCHOOLS.

CADRE TEAMS

Feeder Pattern Councils should act to ensure that parents at each school are educated in the operations of the school and equipped with the knowledge and skills necessary to play an increasing role in school governance. Giving parents a real say in the school management is the best remedy for the growing parental apathy which is noted in many schools. Often parents never come to school for conferences with teachers. They refuse to pick up report cards when required to do so by the school. They feel that the school is an alien and hostile force.

Parents need to be informed concerning the options facing their school and what kind of expectations for improvement are realistic. Most especially, they need to learn that it is possible for all schools--regardless of ethnicity and income level--to get excellent results in learning outcomes and test scores if the schools' programs and staff are effective.

A PILOT PROJECT IN PARENTAL PARTICIPATION IN SCHOOL GOVERNANCE SHALL TAKE PLACE AT ALL THE SCHOOLS IN ONE HIGH SCHOOL FEEDER PATTERN OUTSIDE OF THE NORTH CENTRAL AREA. A CADRE TEAM SHALL BE CONSTRUCTED WHICH INCLUDES THREE PARENT REPRESENTATIVES, ALONG WITH THREE TEACHER REPRESENTATIVES (INCLUDING THE UTD STEWARD), THE PRINCIPAL, A STUDENT AT JUNIOR HIGH AND HIGH SCHOOLS, AND A BUSINESS PARTNERS REPRESENTATIVE. THE CADRE TEAM SHALL OVERSEE THE SCHOOL'S CURRICULUM, BUDGET AND ORGANIZATIONAL STRUCTURE. THE CADRE TEAM SHALL MAKE RECOMMENDATIONS TO THE SUPERINTENDENT REGARDING THE RETENTION OR DISMISSAL OF THE PRINCIPAL.

Cadre Teams shall operate under the constitutions and laws of the United States and Florida and the rules and policies of the DCPS, including the collective bargaining agreeement with the UTD. Cadre Teams will be specifically prohibited from: interfering with the freedom of speech of teachers and students; censuring course or library materials; making specific recommendations on purchases (to eliminate the possibility of graft); hiring and firing teachers (to eliminate the possibility of nepotism and racial or ethnic bias). However, Cadre Teams shall be empowered to hire new principals when the superintendent removes the former principal. New principals shall be hired from a pool of eligible candidates supplied by the DCPS.

Cadre Teams shall be trained in school governance by the DCPS and encouraged to: take measures to raise school academic performance; encourage critical thinking in all classes; encourage good citizenship and mutual tolerance; and ensure that the curriculum enhances the employability of students when they graduate.

Parent representatives shall be elected at an open meeting of the parent community group of the school. Monthly meetings of all parents shall be held at which reports will be made by the parent representatives to the Cadre Team on the progress of the school. The parents at large should be able to recall and replace parent Cadre Team members with due process if they are not effectively representing parent interests.

The first neighborhood which would be most appropriate for this pilot project in parental power in school governance would be a middle-income hispanic area, since this represents the exact

mid-point of Dade County in terms of socio-economic status. If the Cadre Team concept worked well there, it could easily be extended to other neighborhoods. Involving hispanic parents more in the affairs of the schools must be a high priority of the system. Large numbers of non-citizens could receive their first experience in American democracy through participation in school-level governance. Appropriate safeguards would be built into the Cadre Team concept to ensure that the civil liberties of teachers and students would be respected and that narrow ethnic politics would not be imposed on the schools.

Through the system of Cadre Teams which include parents, the public schools will replicate the experience of the finer private schools where parent representatives sit on the board governing the school. The staff in prep schools is much more responsive to parental concerns than is the staff in most public schools precisely because of this greater parental decision making power.

SCHOOL-BASED MANAGEMENT

The Dade County Public Schools are well along in an experiment on decentralization, with plans to increase the number of schools taking part this school year. At the School-Based Management/Shared Decision Making schools, most staff members are very happy with the ongoing experiment and not interested in returning to the old methods of district and area centralization. Remarkable initiatives are going on at schools such as Bunche Park, where teachers are developing programs autonomously and exercising significant control over the school budget. An

extraordinary aspect of School-Based Management at Bunche Park is that many members of the school staff are volunteering to stay after school two days a week to tutor students.

Many schools which are not taking part in the SBM/SDM experiment are increasing the power and responsibility of their Faculty Committees so that they approximate more and more the governance structure which exists in the official experimental schools. The staffs of these schools are eager to join the SBM/SDM experiment as soon as they can.

Expectations for School-Based Management/Shared Decision Making should be set high. Its purpose is to raise teacher job satisfaction in order to better educate our children. SBM/SDM should improve the relationship between teachers and students. If SBM/SDM does not have the effect of raising SAT scores, attendance levels, or other measures of academic achievement, then it is not addressing the crucial issues.

School-Based Management must be closely linked to the Merit School Program (QUIIP) for optimal results. As school staffs are given more power over their educational programs, we can move to tie the level of compensation for principals and teachers more directly to improvements in student academic performance. Optimal student learning outcomes are impossible as long as school staffs see no clear relationship between the effort that they put in and their level of compensation.

THE MERIT SCHOOL PLAN (QUIIP) SHALL BE GREATLY ENHANCED SO THAT MORE SCHOOLS ARE REWARDED, THE FINANCIAL COMPENSATION FOR THE STAFFS OF SUCCESSFUL SCHOOLS IS HIGHER AND ALL SCHOOLS ARE REQUIRED TO PARTICIPATE EVERY YEAR. As union officials have

said, the present Merit School Plan is not at all the plan which the teachers originally proposed, but rather is a watered-down version resulting from legislative stinginess. Total QUIIP funds in the DCPS last year were around $2 million, while total instructional salaries were almost $700 million. QUIIP funds amounted to less than 3/10 of 1% of the total salary package, far too small a figure to have a major impact on the motivation of school staffs, except in the case of a few individual schools. QUIIP funding should be closer to 10% of total instructional salaries in order to have a major impact. In other words, QUIIP funding should be thirty times as large as it presently is.

The Merit School Plan should be redrawn so that each school works out a set of goals each year in consultation with the central administration. When these targets are reached, certain financial rewards should be automatic. Each school's baseline scores could be recalculated every year, in keeping with its changing demographic composition. Increasing QUIIP funding would be money well spent, certainly better than simply giving more across-the-board salary increases to all teachers, regardless of the learning outcomes of their students.

No alternative expenditure could have such a major positive impact on school learning outcomes. Now that the basic salary situation for teachers is satisfactorily settled for the next three years, teachers would be very happy to add on bonuses for performance. In this fashion, teachers will not see QUIIP funds as being subtracted from their across-the-board salary increases, but will be very friendly to QUIIP as a valuable salary supplement, well worth making extra effort to achieve.

TEST INTEGRITY

As QUIIP becomes a more important part of the total salary package of school personnel, the significance of maintaining the integrity of the Stanford Achievement Tests (SAT) on which QUIIP funding is partially based grows. Over the past year numerous reports have reached us concerning irregularities in the administration of tests. During the test, students are given answers, allowed longer time to complete the test than officially permitted, and encouraged to go back and change their answers. Scores in some schools decline radically when the tests are monitored by outsiders. Scores also drop for some students when they switch from one school to another.

Few, if any, teachers and administrators have been fired or prosecuted for cheating. Cheating is a form of fraud, since pay bonuses under the Merit School Plan are related to student test score outcomes. This is a serious crime, particularly since it takes place within full view of the students and helps to undermine their own respect for the law and for the educational enterprise. They cannot believe that cheating on tests is a serious offense when they see the teachers themselves engaging in it.

MONITORING OF TEST ADMINISTRATION SHALL BE INCREASED. INCREASED STATISTICAL ANALYSIS OF SCHOOL SCORES SHALL BE CARRIED OUT. OUTSIDE CONSULTANTS SHALL AUDIT FUTURE SCORES AND ATTEMPT TO DETECT INSTANCES OF CHEATING. ANY DCPS PERSONNEL CAUGHT IN IRREGULARITIES SHALL BE PROSECUTED UNDER FLORIDA LAW AND SHALL BE FIRED FROM THEIR JOBS.

Creating a secure test environment is by no means the impossible task which some make it out to be. Tests can be given to large groups of students in the school cafeteria to make monitoring easier. If necessary, teachers from one school can carry out the test administration at another school. Tighter control over the test papers and results is required after the tests have been administered.

An outside auditor is required to evaluate the real educational performance of the Dade County Public Schools. An accounting firm or an educational consulting firm could be employed to test the statistical results of SAT and other tests for consistency and the possibility of fraud and cheating. Personnel should be questioned in schools where statistical irregularities are apparent, and teachers should be given immunity for testimony against principals. Principals who are shown to have countenanced test fraud should be fired.

THE EVALUATION AND TESTING OF TEACHERS

According to central system administrators, principals, teachers, and university professors who have administered reading and math tests to groups of teachers, at least 5% of all public school teachers in Dade County lack basic skills competencies above the elementary level. On December 1, 1988, we were told by the principal of one inner-city school in Dade County that he believes that up to 10% of his teachers were deficient in basic skills, but that he had no intention of doing anything about it.

These indicators demonstrate that the present evaluation system is not identifying the teachers who need help and

providing them with the assistance which they need or removing them from the system.

In the recent school board election contests, parents complained more about poor teachers than about any other subject. The electorate wants action to improve teaching and particularly to remove ineffective teachers from the classroom. They understand that the current evaluation system is not working and they want a new system which measures teachers by results.

Under the new salary contract, it is unacceptable for the DCPS to continue to employ teachers who are ineffective in the classroom or whose basic skills are at elementary school levels. This question must be addressed at the district level. The "professionalization of teaching" is meaningless if totally unqualified individuals continue to be employed as teachers.

THE DCPS AND UTD SHALL ESTABLISH A JOINT COMMITTEE TO WORK OUT METHODS TO IDENTIFY AND PROVIDE ASSISTANCE FOR TEACHERS WITH SUB-STANDARD TEACHING COMPETENCIES AND BASIC SKILLS. TEACHERS WHO CANNOT ACHIEVE PROFESSIONAL LEVELS OF COMPETENCE AND SKILL AFTER A REASONABLE PERIOD OF TIME AND AFTER BEING PROVIDED WITH ALL NECESSARY ASSISTANCE SHALL CEASE TO BE EMPLOYED AS TEACHERS.

Our suggestion would be that teachers whose students are not making appropriate gains in learning outcome measures--such as the State Student Assessment Test and the Stanford Achievement Test--should be carefully evaluated by a joint team of teachers and administrators. If problems in knowledge of basic skills or subject matter are indicated, the teachers should be tested. If the test confirms the diagnosis, teachers should be assigned to

appropriate courses to remedy their deficiencies. Likewise, appropriate courses should be assigned for problems in classroom management skills or teaching methods. If the problem is severe, the teacher should be removed from the classroom while continuing to be paid a salary for working on correcting the problem. Teachers should be given several opportunities to retake the tests, but if they cannot master the skills needed to become effective teachers within two years, their employment as teachers should be terminated.

We understand that the problems of teacher deficiencies in basic skills, knowledge of subject matter and pedagogical techniques result in part from: a legacy of racism and segregated schools which the teachers themselves attended; under-funding and low standards in teacher education in Florida in the past; and the difficulty of teaching in a second language. We are morally obligated to assist teachers who earned their credential in other times and circumstances and who have given years of faithful service to the children of Dade County. We want to help these teachers to become true professionals, even if this requires a substantial new investment of public funds.

We would support continued employment in non-teaching jobs at their present salary level for any teachers with ten or more years of service who have tried over a period of two years to improve their teaching skills through taking intensive courses and have failed the test several times. Some of these people are warm and loving towards children and have much to impart of a non-academic nature. They simply are not qualified to be teachers.

If teacher testing results in a disproportionately high number of minority group members losing their jobs as teachers, they should be replaced by new, qualified members of the same minority group as those displaced. At a time when the DCPS has one of the highest salary scales in the country and nine applicants for each job, we should be able to hire large numbers of qualified minority teachers. On the other hand, if we do not have competent teachers in our schools, we will simply be passing along these problems to a new generation of students. The time has come to solve this problem.

Likewise, the evaluation of individual teachers needs to be changed to focus on performance outcomes measures--a shift which should also apply to the evaluations of principals and top system administrators. THE PROCEDURE FOR EVALUATING TEACHERS SHALL BE CHANGED FROM THE PRESENT SYSTEM, WHICH PRIMARILY CONSISTS OF PRINCIPALS OBSERVING TEACHERS AND JUDGING WHETHER THEY ARE FOLLOWING A SERIES OF PRESCRIBED BEHAVIORS WHICH MIGHT OR MIGHT NOT HAVE AN IMPACT ON STUDENT LEARNING OUTCOMES, TO A SYSTEM WHERE THE TEACHER IS MAINLY EVALUATED ON THE BASIS OF THE AVERAGE GAINS IN STUDENT ACADEMIC ACHIEVEMENT IN HIS OR HER CLASSES OVER THE PAST THREE YEARS. The present system is giving satisfactory evaluations to many teachers who are not successful in teaching their students, while successful teachers are sometimes evaluated negatively because they do not follow the prescribed behaviors, even though the behaviors that they do follow are very effective in achieving good learning gains for their students.

PRINCIPALS

THE PRINCIPAL SELECTION PROCEDURE SHALL BE REVISED IN ORDER TO GIVE GREATER EMPHASIS TO EFFECTIVE INSTRUCTIONAL LEADERSHIP. ONLY THE VERY BEST CANDIDATES, AS DETERMINED BY WRITTEN EXAMINATION, EDUCATIONAL CREDENTIALS, JOB EVALUATIONS, AND REALISTIC MANAGEMENT ASSESSMENT INSTRUMENTS, SHALL BE ADMITTED TO THE LIMITED POOL OF THOSE ELIGIBLE FOR APPOINTMENT AS PRINCIPALS. AFFIRMATIVE ACTION CONSIDERATIONS SHALL BE PROTECTED SO THAT A SUFFICIENT POOL OF BLACK, HISPANIC AND FEMALE CANDIDATES ARE AVAILABLE. The Management Assessment Center (MAC) today retains a large number of the applicants, when actually only a small number of them are needed to fill potential vacancies over the next few years. New principals should be hired from the top of the ranking list, with due regard for affirmative action. Any perception that politics rather than merit and affirmative action governs the appointment of new principals harms the morale of the organization. Decisive steps need to be taken to give everyone a feeling that the system rewards merit and shows concern for ethnic, racial and gender balance.

The recent change by which principals were given substantial salary increments in return for greater risk, responsibility and accountability is an important step in the right direction. The principalship must be compensated in such a fashion that it becomes a valid terminal career objective for highly able and ambitious women and men. Principals should not be encouraged to transfer to area or district administration by higher salaries there. Principals must become educational leaders--school

entrepreneurs whose main job is to provide an excellent education for the students. These 259 men and women are the key people in the entire system of some 23,000 employees and 260,000 students.

Principals today earn an average salary of $50,000 per year. By the year 2000, principals should make $100,000 annually in constant, uninflated dollars. Managers of large grocery stores in Miami earn $100,000 per year today and have far fewer demands upon them in terms of knowledge and personal responsibility than do principals. As the Dade County Public Schools improve their record of accomplishment, entirely new levels of executive compensation will become politically feasible. The people of Dade County are abundantly willing to pay for excellent educational leadership, just as they have supported the largest school bond referendum in the nation's history and one of the most impressive teacher salary increases.

However, when we pay someone an executive salary, we should demand executive-level performance. Even though many well-publicized recent incidents have demonstrated a new level of accountability for principals, some individuals who have presided passively over longterm declines in their schools' test scores, daily student attendance and teacher morale are still in their jobs. Likewise, ineffective principals should not be transferred from one low-income, minority school to another.

Definite criteria for evaluating principals are needed. The public should know that if a school consistently under-performs or if test scores decline over several years in the absence of compelling demographic reasons for the decline that the principal will be removed. A policy must be enunciated which is clear both

to principals and to citizens. Prompt, decisive action must become certain when principals fail to maintain an effective environment for learning.

AREA OFFICES

Most teachers, principals and members of the general public today believe that too many of the resources of the DCPS are going to administration above the school level. A whole layer of bureaucracy in the system could profitably be eliminated by closing the area offices and redistributing their personnel and functions to other units. Some of their tasks could be given to the central administration, others to feeder pattern councils, and still others to the schools themselves. No one would necessarily lose their jobs as a result of closing area offices, but staff could simply be redeployed in a more cost-effective and educationally efficient manner.

AREA OFFICES SHALL BE ELIMINATED. THEIR DIRECTING FUNCTIONS SHALL BE ASSUMED BY FEEDER PATTERN COUNCILS. AREA OFFICE TALENT SHALL BE UTILIZED AT THE SCHOOL LEVEL. FORMER ADMINISTRATORS FROM THE AREA OFFICES SHALL BE MADE PRINCIPALS OR MASTER TEACHERS, RATHER THAN SIMPLY BECOMING AREA OFFICIALS WHO ARE BASED IN THE SCHOOLS.

The goal of moving from area offices to feeder pattern clusters is a key component in decentralization and in securing adequate resources for the schools. Millions of dollars a year of talent which is presently employed in area offices would now be given directly to the schools themselves. With School-Based

Management, much new cooperation between schools can be elicited and the subject specialists in the area offices will no longer be required. Schools will be more self-governing and have more resources simultaneously.

Area administrators should not simply be based in the schools. Real savings and greater efficiency will only come if the job classifications such as area superintendent, area director, and area subject specialist are abolished. If area-level administrators would make excellent principals--as some of them have been--then give them a school to run with no cut in salary. If area-level subject specialists would make excellent master teachers--as many of them would--then have them teach part of the day and help supervise and train other teachers for the rest of the day.

We are pleased by the reports which we hear this year concerning the greater visibility of area administrators in the schools. Teachers are saying that they are finally receiving substantial direct assistance from area administrators, rather than impersonal and ineffective directives in writing. This new spirit of involvement must be intensified.

On the other hand, we are concerned about recent rumors that the number of area offices will increase from four to six, rather than being abolished. Making area offices smaller and more numerous is not a strategic change. It lays the groundwork for future bureaucratic expansion at the area level. Only the total elimination of area offices guarantees meaningful progress toward curtailment of bureaucracy.

TEACHERS ON SPECIAL ASSIGNMENT

TEACHERS ON SPECIAL ASSIGNMENT SHALL BE RETURNED TO THE SCHOOLS AND SHALL CARRY OUT THEIR SPECIAL ASSIGNMENTS DURING ONLY PART OF THE DAY. THE REST OF THE DAY SHALL BE SPENT IN TEACHING.

Many of the 400 Teachers on Special Assignment are in reality administrators. Even though 80% are engaged in "direct classroom teaching duties or direct classroom-support responsibilities for a significant portion of their duty day", according to the central administration, support activities can cover a wide variety of assignments and many Teachers on Special Assignment spend most of their time at the DCPS headquarters building. Teachers on Special Assignment are the best and the brightest and removing them from the schools is a terrible blow to the morale of the teachers who are left behind. The possibility of becoming a Teacher on Special Assignment with a salary increment and removal from the classroom serves to make teaching less desirable and administrative work more desirable.

MOTIVATING THE CENTRAL ADMINISTRATION

THE SCHOOL BOARD SHALL ESTABLISH A SALARY BONUS SYSTEM FOR THE CENTRAL ADMINISTRATION IN WHICH "PAY FOR RESULTS" IS THE NORM. CENTRAL ADMINISTRATORS AS A GROUP SHOULD RECEIVE SALARY BONUSES WHICH ARE RELATED TO THE OVERALL SUCCESS OF THE SYSTEM IN INCREASING STANFORD ACHIEVEMENT TEST SCORES AND DECREASING ABSENTEEISM AND DROPOUTS. FURTHERMORE, INDIVIDUAL ADMINISTRATORS SHOULD RECEIVE BONUSES WHICH ARE BASED ON PERFORMANCE INDICATORS FOR THEIR SPECIAL AREA OF RESPONSIBILITY.

If we shift to a system where teachers and principals are paid partly by results, then the same system should be applied to the central administrators who have the responsibility for the overall success of the system. Given the many political pressures on the central administration, a performance-based pay system would help them to keep their focus on the real priorities. A performance-based bonus system would force attention to the fundamental goals with the central administration ensuring that everyone in the system was trying to achieve the best possible results.

PART B: GOALS FOR THE YEAR 2000

Twelve years from now, the results of education in Dade County must be radically different than they are today if we are to hold our own in an increasingly competitive world. From being well below national norms in reading, we must move ahead to meet or surpass them. Instead of having many high school graduates who are unemployable because of their low level of basic skills and lack of employment training, all Dade high school graduates must be well-equipped for college, technical training or employment. Today Dade County has a school system which is segregated on the basis of race, ethnicity and social class. In our schools today, differential resources are provided to students of different backgrounds, with those already privileged at home receiving even more privileges in school. This is true not only from school to school, but even within schools due to ability group tracking. By the year 2000, we must have integrated schools where children of all races, ethnic groups and social classes learn to interact with one another as equals and where all children are provided with equal learning resources of high quality.

1. A SYSTEM OF CONTROLLED CHOICE SHALL BE INSTITUTED BY WHICH: THE DADE COUNTY PUBLIC SCHOOLS SHALL BE THOROUGHLY AND COMPLETELY DESEGREGATED AT ALL GRADE LEVELS; FAMILIES SHALL BE GIVEN DECISION MAKING POWER OVER WHICH SCHOOL THEIR CHILDREN ATTEND; AND SCHOOLS SHALL COMPETE WITH ONE ANOTHER FOR STUDENTS ON THE BASIS OF ACADEMIC EXCELLENCE, PROGRAMMATIC EMPHASIS, AND MEETING THE NEEDS OF PARTICULAR GROUPS OF STUDENTS.

Under a system of Controlled Choice, families would choose three schools--in order of preference--for each of their children. Assignments would be made by district authorities on the basis of family choice, desegregation considerations, capacity of the school, and other factors.

Controlled Choice eliminates the near-monopoly which neighborhood schools presently have. Any monopoly is inherently inefficient, since the enterprise does not have the stimulus of competition and tends to grow slack. In many neighborhoods of Dade County today, particularly low-income neighborhoods where the option of private schooling is not available, school personnel sometimes treat parents and students with arrogance and condescension. Office personnel are sometimes rude to people calling for information or coming in with business.

If school staffs had to treat students and parents as valued customers instead of as inferior captives, they would be more responsive and effective. Shifting to Controlled Choice goes along with strengthening the Merit School Plan and with School-Based Management as a rational model of decentralization and motivation.

Under Controlled Choice, schools which do not attract a sufficient number of students--even after being assisted by SWAT teams--would be transformed: their old staff would be reassigned to other schools and a new staff, with the responsibility of developing a whole new program, would be put into place. Bankruptcy would become possible for individual schools, just as it is always a possibility for a business. This would provide a strong incentive for the school staff to make their institution

attractive to parents and students.

Superintendent Fernandez's recently-announced plan to desegregate all of Dade's high schools over the next five years is a logical first step toward the goal of integration. However, the DCPS should commit itself to going beyond high school desegregation by the year 2000 to desegregate middle schools and elementary schools as well.

Students' abilities to get along with people of other races is profoundly affected by their experiences in pre-school and the elementary grades. Conflict and mutual incomprehension are more likely if children are only introduced to peers of other races in junior high or high school. When students have been together since kindergarten, many situations can be easily defused with a friendly word which could result in inter-racial violence among newly-integrated high school students.

Likewise, segregated education hurts the learning potential of students who are trapped in schools in low-income neighborhoods where teachers, parents and other students have low expectations. Concentrated poverty creates values and expectations which are difficult to alter, whereas putting low-income students into integrated middle-class environments at an early age serves to raise their level of aspiration, as well as providing them with superior learning resources.

We are not opposed in principle to an extension of the magnet schools and programs as a method for desegregation in the short run. In spite of the fact that magnet programs have not yet made a dent in the segregated system of education in Dade

County, many students are benefiting from both the racial integration and academic quality found within many magnet programs here.

We are concerned, however, that magnet schools and programs may be given disproportionate resources, whether in funding, academically able students or highly qualified staff. The regular schools--particularly in low-income neighborhoods--may be short-changed. Regular schools may lose prestige to the numerous magnet schools and programs.

Some magnet programs may actually be damaging to the self-esteem of low-income black children in the host school if it is obvious that the predominately white students in the magnet program are given differential resources. We hope that all magnet programs in Dade County will take into account the sensibilities of the children in the host school. Magnets should be a tool for integration and equality and should not make the existing inequalities of the system more blatant and intolerable.

In the long run, shifting to Controlled Choice would make every school a magnet and serve to equalize educational opportunity without doing away with special emphases by individual schools.

Controlled Choice would be best inaugurated after the present crisis of space has been eased by new construction. Certainly, there will be increased transportation costs with Controlled Choice, but we believe that an efficient system of spoke and hub bus routes can be established. Students would be picked up at their homes, transported to a central place, and then take a second bus to their school. Such two-step

transportation, of course, would not be necessary to students choosing the nearest neighborhood school which would ensure that many students would choose to attend the nearest school.

At the elementary level, families might have choices where free transportation is involved which are limited to only 1/6 of the county, but each region would be ethnically and racially balanced. Each region would consist of the elementary schools in four high school feeder patterns. Parents wishing to arrange privately for transportation could have Controlled Choice anywhere within the country. Wider areas would exist for junior high students. High school students could have the whole county from which to choose a school.

2. HOUSING IN DADE COUNTY SHALL BE INTEGRATED, WITH AFFORDABLE HOUSING BUILT FOR MIDDLE AND LOW INCOME FAMILIES OF ALL RACES AND ETHNIC GROUPS IN ALL NEIGHBORHOODS. We are pleased that the DCPS has taken the initiative in promoting housing integration with the County Commission. By the year 2000, such initiatives can result in a much more humane county.

Today, there is a serious worry that Miami is becoming radically segregated in its housing pattern, with anglos in one area, hispanics in another, and blacks in a third area. More and more neighborhoods feel besieged and are setting up barriers and guard stations on public streets leading in. Miami has been recently cited as the most extreme city in the United States in the extent of such barriers to the free flow of traffic. Such barriers indicate an atmosphere of racial and ethnic conflict.

If we proceed further on the present path, public life in

Miami will dry up. Each group will withdraw within its own enclaves. The public schools will have to either become enclaves themselves--as they already are to a considerable extent--or else lose students to private schools which could enjoy a resurgence if neighborhood segregation is not reversed. It is vital to the future of our city that we develop ways to live side by side in harmony, and housing integration is the key to this.

3. THE DISTRICT-WIDE STANFORD ACHIEVEMENT TEST (SAT) READING COMPREHENSION SCORES SHALL REACH THE REAL NATIONAL AVERAGE. TODAY DADE'S SCORE IS 43, WHILE THE REAL NATIONAL AVERAGE IS ESTIMATED TO BE 57. THE MATH COMPUTATION SCORE SHALL BE TEN POINTS ABOVE THE REAL NATIONAL AVERAGE. TODAY DADE'S SCORE IS 57, THE SAME AS OUR ESTIMATE OF THE REAL NATIONAL AVERAGE.

These SAT scores are the best single indicator that students comprehend what they read and are able to do math computations well, and these are the most basic skills which our schools should teach. If schools are not doing this well, they are probably not doing anything well. Several local schools have made gains of fourteen points each on these indicators in the last five years, and the average school should be able to make such gains over the next twelve years with the right leadership, curriculum and motivational structure.

The recent flurry of attacks by administrators, teacher unionists and parents on the importance of test scores has been misplaced. The schools are at fault in the extent to which they have oriented instruction around narrow skills which are measured on tests. Students need meaningful, holistic learning experiences, rather than drill on isolated skills. Students

should be reading interesting stories, as well as being taught the techniques of taking a multiple choice test.

Ineffective principals and teachers in low-income, minority schools with low test scores say that tests are racially biased. No such complaint comes from effective principals and teachers in low-income, minority schools with high test scores. To which group should we pay attention? We cannot allow attacks on tests to destroy the accountability of school staffs for student learning outcomes.

We cannot do without tests. Standardized tests are presently our best window into school performance. If students get very low scores on standardized reading tests, they are not able to read books of fiction, history or science at grade level. We need to keep the tests, but change the methods of instruction to make learning more enjoyable for the students. Meaningful instruction will lead to higher test scores. The answer to low test scores or to ineffective, test-oriented instruction is not to kill the messenger--the test--but to transform teaching in a positive direction.

4. EDUCATORS BY THE YEAR 2000 SHALL BE EDUCATED, EMPOWERED AND COMPENSATED AS TRUE PROFESSIONALS. With the program for the professionalization of teaching, the Dade County Public Schools and the United Teachers of Dade are moving ahead with rapid strides toward enhancing the attractiveness of teaching locally. Teachers have the possibility of more power with School-Based Management/Shared Decision Making, and they have higher incomes with the new contract. Recent statewide changes in teacher

certification requirements have improved the quality of new entrants into the field. However, much remains to be done.

The teacher salary increases of 28% over the next three years will produce many gains in terms of teacher morale, the retention of effective teachers within the system, and the attraction of highly qualified new teachers. However, in future improvements of teacher salaries in Dade County it is vital that gains in student learning outcomes, teacher qualifications and professionalism be organically linked to higher compensation. If simple across-the-board raises are given, little impact on educational quality will occur. Teacher salaries should be raised through specific rewards for improved performance: larger bonuses to the staffs of schools which substantially raise student test scores; additional increments for teachers earning second bachelor's and master's degrees in arts and sciences subject areas; successful passing by teachers of state or national tests in the subject specialty; and steps up a clear career ladder.

Since average Dade teacher salaries will be $40,000 by the year 1990, new demands can fairly be placed on teachers. Higher standards of educational preparation on the part of teachers can be expected. Higher levels of teacher effectiveness can be required. Dade County now has a salary scale which can attract the best teachers from across the country. When nine applicants are available for each job opening, higher performance standards for the already-employed teachers can be imposed.

The same movement of professionalization is required for administrators in Dade. Principal salaries and responsibilities

have recently been increased, and new standards of effectiveness for principals are being imposed. Administrators, whether within the schools, in the area offices, or in the central administration, should also be true professionals, whether measured by pay, education or job performance.

5. THE HIGH SCHOOL CURRICULUM SHALL BE TRANSFORMED SO THAT HIGHER EXPECTATIONS EXIST AT EACH CURRICULUM LEVEL, INCLUDING BASIC, REGULAR, HONORS AND ADVANCED PLACEMENT (AP). THE BASIC LEVEL SHALL BE PHASED OUT OVER TIME, WITH THESE STUDENTS MOVED INTO THE REGULAR LEVEL. The present curricular structure has an aspect of segregation by race, ethnicity and social class, since lower class--especially black--students are concentrated in the Basic courses and middle-class anglos in Honors and AP. The least effective teachers are often assigned to the Basic classes and the most effective teachers to Honors and AP. This is, in effect, denial of "equal protection of the law" to students in the Basic classes, since they are not receiving teaching resources of equal quality to those given to students in the AP and Honors courses.

It is standard practice in the DCPS to assign "burned-out" teachers--individuals who have lost their sense of personal efficacy and their idealism concerning the teaching mission--to Basic courses. Burned-out teachers should be sent to psychological therapy. They should not be foisted upon the students in greatest need of effective teachers.

National research demonstrates--and local interviews confirm--that teachers in the Basic courses demand far less of

students than the students are capable of achieving. These classes concentrate on the most boring, rote style of learning. Intelligent students who have gotten stuck in Basic courses, due often to racial, ethnic and social class discrimination on the part of teachers and counselors, often end up dropping out of school. Basic courses should be abolished as quickly as possible and, in the meantime, should be assigned teachers of equal effectiveness to teachers in courses at other levels.

The Basic curriculum should be evaluated for its inherent interest to students, and measures should be taken to make it more intellectually challenging. Especially should consideration be given to ways in which the Basic curriculum could encourage higher order cognitive skills, such as reasoning, critical thinking, inference, analogy, creativity, analysis and synthesis.

Many individual tragedies result even from the assignment of students to Regular sections instead of Honors or AP. To quote one former DCPS student who now attends FIU, "In high school, for example, if your stanine scores are average, there is the regular class of biology that is required. The 'average' student is not encouraged to go further, such as honors biology or chemistry. This is a biased way of differentiating the average students from the honors students. The average students usually end up passing with good grades, but their interest is not kept because they are not encouraged to take harder classes. This type of discrimination makes students not want to try as hard because they are classified as average, so why shouldn't they get average grades?" This particular student made it to college, but many students who are perfectly capable of college work are

discouraged by the tracking system and never make it.

Ways should be found to upgrade the quality of instruction in regular classes, as well. Students with a strong academic interest should be assigned to Honors and AP courses, even if their stanine scores are mediocre. Teachers and principals tend to over-estimate the importance of test scores in measuring the potential of individual students and to under-estimate the importance of motivation. National studies have shown that, in general, the more rigorous the course, the more that even low-ability students learn.

6. BY THE YEAR 2000, AS HIGHER ACADEMIC STANDARDS HAVE COME TO PREVAIL AT THE LOWER GRADE LEVELS, DADE COUNTY SHALL INSTITUTE A HIGH SCHOOL GRADUATION EXAMINATION SIMILAR TO THE NEW YORK STATE REGENTS' EXAM. THIS EXAMINATION SHALL BE SET AT TWO LEVELS, REGULAR AND HONORS, AND THOSE STUDENTS PASSING THIS EXAM SHALL BE GRANTED A SPECIAL HIGH SCHOOL DIPLOMA, WHICH SHALL INCLUDE AN INDICATION OF THE LEVEL PASSED.

Obviously, such a test today would be unfair to the students because so many schools are academically ineffective. The DCPS has successfully waged a major struggle simply to prepare many of its students to pass the very minimal eleventh grade basic skills test which is set at approximately fifth grade national norms. However, as schools improve, more can be fairly demanded from students.

Today's kindergarten class should be prepared for the higher standards which will prevail in the year 2000. Special attention should be given to their education. The DCPS should make a

special effort to ensure that this new generation of students is exposed to only the best teachers and to consistently high expectations for student academic performance all through their years in school. We can make a fresh start with this new group and use their education as a model for the cohorts to follow.

As a corollary of the Regents-type exam, after each high school course students should take a nationally standardized exam for that course and level. This exam could be diagnostic for the first several years, as a means of helping the schools improve the teaching in the courses. Eventually, however, these exams would be mandatory for passing the course. Each teacher's effectiveness could be measured by how his or her students performed on the exam.

7. AT LEAST 20% OF HIGH SCHOOL STUDENTS SHALL PASS AP TESTS WITH SUCCESSFUL SCORES. TODAY ONLY 9% SUCCESSFULLY PASS AP TESTS. Over the past six years, the percentage of students in grades 11 and 12 passing one or more AP tests with successful grades (3 to 5) has doubled from 4.6% to 9.2%, or from 1264 to 2797 students. (We make the simplifying assumption that each successful exam is taken by a separate student. Of course, some students are successful on more than one exam, which would tend to lower the percentage of students with passing scores. Information on the number of separate students with passing scores was not available.) The DCPS still has enormous potential for increasing the number of students taking these courses and passing the national tests.

Such passing scores on the national tests often lead to colleges giving credit for these courses. Increasing the number

of students taking AP courses while making the curriculum more effective should be the aim.

In 1986-87, the number of successful AP scores ranged from 349 at Palmetto to only one at Northwestern. The variation in the number of students taking and succeeding at AP from school to school within Dade County is not simply a function of student abilities or income level, but also reflects the commitment of the school staff to AP itself. Some schools simply demand excellence more than others.

The experience of MacArthur High School in Los Angeles, a school of predominantly Mexican-American students where Jaime Escalante teaches AP calculus, demonstrates that low-income students can be winners in the AP format if given excellent instruction. We need a commitment in all local high schools on the part of principals, teachers, students and parents to succeed at Advanced Placement.

8. THE PROPORTION OF STUDENTS RECEIVING HIGH SCORES (ABOVE 550) ON THE VERBAL SECTION OF THE COLLEGE BOARD EXAMS (SCHOLASTIC APTITUDE TEST) SHALL BE DOUBLED FROM 11% TO 22%. THE PROPORTION RECEIVING HIGH SCORES ON THE MATH SECTION SHALL INCREASE FROM 25% TO 30%. The fact that only 11% of Dade students taking the College Boards score high on the verbal section compared to 25% on the math section corresponds with Stanford test results at the lower grades showing poorer verbal than math scores.

The College Board tests, like the AP exams, are an excellent objective outcome measure of how our schools are serving the brightest students, those bound for competitive colleges. The

results over the past ten years have not been encouraging. For instance, average verbal scores dropped from 413 in 1979 to 391 in 1988, while the average math scores dropped from 454 to 450. National and state scores increased over this period.

Dade school administrators have stated that these results have occurred because a higher percentage of students are taking the tests locally than in the state or nationally. However, real problems exist. For example, between 1981 and 1985 the absolute number of students scoring over 550 on the verbal portion of the test remained almost constant--536 in 1981 and 539 in 1985--while the number scoring over 550 on math increased from 1026 to 1220. The number of students taking the test increased from 4788 to 4936. What seems to be happening is that upper level verbal scores are stagnating, while upper level math scores are improving. This is consistent with what we have discovered about the Stanford Achievement Test scores and with the increasing percentage of students whose second language is English in our high schools.

The College Board scores reveal that the DCPS is going to have to try harder to prepare our students for the increasingly competitive college entrance race. An increased reliance on AP and Honors courses and more rigorous AP and Honors courses seems to be the best way to bring this about.

CONCLUSION

As we have seen, progress has been made in the last five years. The Dade County Public Schools are renowned as national leaders in decentralization, professionalization of teaching, and

funding public education. Substantial progress has been made in winning students from high-income, white families back to the public schools by providing greater academic excellence, magnet programs and more Advanced Placement courses. We strongly support any non-discriminatory measures which have served to increase the proportion of high-income students attending public schools in Dade County, but we believe that the time has come to move beyond this exclusive concern.

We do not wish to undertake any policies which will serve to decrease the proportion of high-income, anglo students in public schools here. Indeed, we want to make the public schools so excellent that the proportion of high-income anglos choosing public schools increases. However, we also want to increase the excellence of public education in Dade County for middle and low income students and for hispanics and blacks.

Not only do severe problems of very low levels of academic achievement exist in low-income minority schools in Dade County, but the average level of schooling here leaves much to be desired. Thousands of students leave our schools each year who are equipped only for the most menial jobs, if they are employable at all. Local businesses are not getting the caliber of entry-level workers which they would like to have. Many highly intelligent students do not qualify for admission to competitive colleges because of mediocre schooling.

If Miami is to become the kind of tolerant, cultured, and prosperous metropolis which we all desire, our public schools must be qualitatively transformed between now and the year 2000.

Miami faces the same challenge as the nation as a whole. If we are not to become an economic colony of Japan, our educational system must become much more demanding and successful.

Although the school board, administration and teachers of the Dade County Public Schools have done a great deal to improve the situation over the past five years, parents and businesspeople must become vitally involved in controlling and supporting schools in order to achieve a fundamental change in the quality of educational outcomes. Without continuous community involvement, any public institution tends to fall prey to complacency and apathy. We must seize the present climate of optimism and renewal in our public schools to make permanent structural reforms which will pay off in greatly improved student learning outcomes between now and the year 2000.